#### **EXPANDED AGENDA**

#### Board of Adjustment, District 3

Tuesday, August 14, 2012 J.P. Courtroom, County Service Center 126 W. 5<sup>th</sup> Street, Benson, Arizona

6:30 P.M. Call to Order

Roll Call (Introduce Board members, and explain quorum)

(Also explain procedure for public hearing, i.e., after Planning Director's Report, Applicant will be allowed 10 minutes; other persons will each have 5 minutes to speak and Applicant can have 5 minutes for rebuttal at end, if appropriate.)

Determination of Quorum

Approval of Previous Minutes

#### **NEW BUSINESS**

Item 1: Docket BA3-12-08 (Fisher): The Applicant is appealing an interpretation of the Cochise County Zoning Regulations by the Zoning Administrator, which limits the number of dogs deemed accessory to a residential use on a parcel of 2 acres or more to ten (10) dogs. The Applicant's property is about 4.3 acres in size, and there are 18 dogs on the property. According to the 2005 interpretation, any number greater than 10 dogs on this parcel would be considered "animal husbandry," which requires a Special Use Permit in the RU District (Section 607.06). The Applicant is appealing the Director's requirement that they seek the Special Use Permit to continue their animal sanctuary/animal husbandry activities on the property. The subject property (Parcel No. 106-16-022) is located at 506 E. Allen Lane in Whetstone, AZ. Applicant: Margorie Fisher.

- Call for PLANNING DIRECTOR'S PRESENTATION
- Declare PUBLIC HEARING OPEN
  - 1) Call for APPLICANT'S STATEMENT
  - 2) Call for COMMENT FROM OTHER PERSONS (either in favor or against)
  - 3) Call for APPLICANT'S REBUTTAL (if appropriate)
- Declare PUBLIC HEARING CLOSED
- Call for BOARD DISCUSSION (may ask questions of Applicant)
- Call for PLANNING DIRECTOR'S SUMMARY AND RECOMMENDATION
- Call for MOTION
- Call for DISCUSSION OF MOTION
- Call for QUESTION
- \* ANNOUNCE ACTION TAKEN (with Findings of Fact)

# Item 2: Call for Planning Director's Report Item 3: Call to the Public

#### ADJOURNMENT

Pursuant to the Americans with Disabilities Act (ADA), Cochise County does not, by reason of a disability, exclude from participation in or deny benefits or services, programs or activities or discriminate against any qualified person with a disability. Inquiries regarding compliance with ADA provisions, accessibility or accommodations can be directed to Chris Mullinax, Safety/Loss Control Analyst at (520) 432-9720, FAX (520) 432-9716, TDD (520) 432-8360, 1415 Melody Lane, Building F, Bisbee, Arizona 85603.



## COMMUNITY DEVELOPMENT DEPARTMENT

## Planning, Zoning and Building Safety

1415 Melody Lane, Bisbee, Arizona 85603

(520) 432-9240 Fax 432-9278

#### **MEMORANDUM**

TO:

Cochise County Board of Adjustment, District 3

FROM:

Keith Dennis, Senior Planner

SUBJECT:

Docket BA3-12-08 (Fisher)

DATE:

August 6, 2012 for the August 14, 2012 Meeting

#### **ZONING APPEAL**

Docket BA3-12-08 (Fisher): The Applicant is appealing an interpretation of the Cochise County Zoning Regulations by the Zoning Administrator, which limits the number of dogs deemed accessory to a residential use on a parcel of 2 acres or more to ten (10) dogs. The Applicant's property is about 4.3 acres in size, and there are 18 dogs on the property. According to the 2005 interpretation, any number greater than 10 dogs on this parcel would be considered "animal husbandry," which requires a Special Use Permit in the RU District (Section 607.06). The Applicant is appealing the Director's requirement that they seek the Special Use Permit to continue their animal sanctuary/animal husbandry activities on the property. The subject property (Parcel No. 106-16-022) is located at 506 E. Allen Lane in Whetstone, AZ. Applicant: Margorie Fisher.

#### I. DESCRIPTION OF SUBJECT PARCEL AND SURROUNDING USES

Size:

4.3 Acres

Zoning:

RU-2 (Rural – 1 dwelling per 2 acres)

Growth Area:

B (Community Growth Area)

Plan Designation:

Neighborhood Conservation

Area Plan:

None Applicable

Existing Use:

Rural Residential with 18 dogs

#### **Surrounding Zoning and Land Use**

Direction	Zoning	Use(s)
North	RU-2	Rural Residential
South	RU-2	Rural Residential
East	RU-2	Rural Residential
West	RU-2	Rural Residential

#### II. HISTORY

Over a period from 2002 to late 2011, there have been a large number of reports, incidents, citations, misdemeanor charges, and removals of dogs from the property. Staff obtained narrative reports of these incidents from the County Sherriff's Department for almost a 10-year period. The following is not a comprehensive list, but does communicate the general conditions on the property:

April 2002 – Cited for dogs killing livestock;

November 2002 – Misdemeanor charges for dogs killing neighbors' chickens, resulting in court order for no more than 4 dogs (This court order has since expired and is no longer binding);

November 2002 – Cited for loose dogs on neighbors' property, chasing livestock, pets or children;

May 2004 – Cited for loose dogs on neighbors' property, chasing livestock, pets or children; December 2004 – Cited for loose dogs on neighbors' property, chasing livestock, pets or children;

January 2005 – loose and aggressive dogs, animal cruelty violations including no vaccinations, vicious dogs, biting dogs, and 40 counts of cruelty to animals;

January 2005 – Cited for loose dogs on neighbors' property, chasing livestock, pets or children; February 2005 – Cited for loose dogs on neighbors' property, chasing livestock, pets or children;

May 2005 – Cited for loose dogs on neighbors' property, chasing livestock, pets or children;

July 2006 – loose dogs on neighbors' property, biting livestock;

August 2006 – citation for dog barking and dog at large

December 2007 – animal control called for dog biting owner

January 2008 – dog barking complaint

September 2010 – 14 dogs observed on property, vaccination warning issued

December 2010 - Cited for loose dogs on neighbors' property, chasing livestock, pets or children;

October 2011 - Cited for loose dogs on neighbors' property, chasing livestock, pets or children; November 2011 - met at Huachuca animal shelter with Animal Control, admitted having 20 dogs, none vaccinated, many feral. The narrative from Animal Control Officer Lori Nichols states:

On 11/23/11 at approx. 1400 hours I met with Marjorie Fisher at the Huachuca City Shelter. She is looking for a couple of her dogs that were trapped 1-2 weeks ago. I advised her that a couple of dogs had been trapped from her area, but were only held 72 hours as per law, and are not around now as they were not adoptable. She stated she has 5-6 more dogs that are feral, she is unable to touch them and has a total of about 18-20 dogs. I asked about vaccinations, none are vaccinated. I advised her that I would be calling planning and zoning she has too many dogs on her property and she is required to have a kennel permit. I also advised her that I would be out to do a check on the number and condition of the dogs, she stated 2 of the dogs have puppies. She continued to deny knowing local ordinances, so I provided her with my entire copy of the local animal ordinances. Although she has been cited numerous times for various violations. I advised her that she needs to turn some dogs into the shelter, she does not want to do this as they won't be adopted. I then told her that if the dogs were properly socialized they would be adopted but with the number she has this could not properly be



accomplished. I gave her a verbal warning at this time to go and get all of her dogs contained and that I would be following up as time permits.

December 2011 – Animal Control complaint to P&Z for animal hoarding, resulting in Zoning Violation 2011-00000222.

Notes in the Violation file indicate that 14 dogs were confirmed as having parvovirus on June 20, 2012. The Appellant says this problem has been addressed and Animal Control has confirmed this.

Since the Violation was issued, the property was inspected and set for a Civil Violation hearing in July of 2012. In June, the Fishers filed for a Zoning Appeal and the hearing was postponed pending the outcome of Docket BA3-12-08.

#### III. ANALYSIS

The Appeal under consideration under Docket BA3-12-08 concerns a 2005 Interpretation of the Zoning Regulations by then Zoning Inspector James Vlahovich. This interpretation was intended to establish a number of dogs that would be deemed "reasonably accessory" to a principal permitted use, and accompanies this Memorandum (Attachment C). The number of dogs that may be considered reasonably accessory to a principal use, is, in Cochise County a matter of interpretation of the Zoning Regulations. The County Zoning Inspector is empowered to interpret the Zoning Regulations, per Section 202, which states:

Any dispute regarding the meaning of any word or term used in these Regulations shall be decided by the Zoning Inspector, and all such decisions shall be subject to appeal to the appropriate Board of Adjustment.

Land uses in Cochise County are broadly categorized under the labels "principal" and "accessory," with accessory uses being subordinate in size, scale, or intensity to the principal use. Thus, for a typical residential development, a single-family residence would be considered the principal use, while a barn or shed would be accessory to this principal use. This zoning principal is similarly applied in the case of a single-family residential use with a number of dogs or pets on the property; there is a number of dogs an owner may keep on a property that is deemed "accessory," and there is a threshold after which the number of dogs becomes more than an accessory land use. That is, the number of dogs can become sufficiently large that safety and welfare, and off-site impact considerations render the principal residence the "accessory" use, and the animal population on the property becomes the "principal use." When this threshold is crossed, the principal use of the land then becomes Animal Husbandry, and the land use category must be officially changed to reflect this. In Zoning Districts where animal husbandry is allowed as a principal permitted use, an Applicant may apply for a commercial permit to establish such a use; in most Districts, however, an Applicant must first gain Special Use approval from the Planning and Zoning Commission before obtaining an Animal Husbandry permit (per Section 607.06 of the Zoning Regulations).

Because the Zoning Inspector's 2005 Interpretation establishes that 10 dogs may be considered accessory on properties larger than 2 acres, and because the Appellant keeps 18 dogs on the property, a Special Use Permit for Animal Husbandry is required. If the Board of Adjustment

grants the Appeal, however, she would be allowed to continue to keep these dogs on the property. Animal Control also reports that, should the Board of Adjustment deny the appeal, they will remove all but 10 of the dogs on the property and attempt to find homes for them. The Board, it should be noted, may impose conditions or attempt to find a compromise between these two options. For example, past Dockets concerning this Interpretation have seen Boards of Adjustment limit an Appellant to the current number of dogs and no more, with the understanding that the Appellant would attempt to adopt or otherwise reduce the number of dogs through natural causes over time until 10 dogs remained on the property.

The most recent site visits from Animal Control Officers have resulted in reports that the dogs on the property are in better conditions than have been the case over the history referred to in Section II of this Memo. Officers report that the Appellant has generally made efforts to comply with animal-related ordinances. The animals on the property are all vaccinated as of this writing, for example.

However, as the narrative quoted in Section II of this Memo states, efforts to adopt the dogs could prove problematic. Many of the dogs are feral, fearful and aggressive towards people, and the report reflected the Animal Control Officer's concern that these conditions would make the dogs difficult to adopt.

#### V. PUBLIC COMMENT

The Department mailed notices to neighboring property owners within 300-ft. of the subject property. Staff posted the property on July 17, 2012 and published a legal notice in the *Bisbee Observer* on July 26, 2012. To date, the Department has received three letters of protest from the property owners immediately south and north of the subject parcel. The respondents' comments largely coincide with the historical narrative provided in Section II of this Memo.

#### VI. SUMMARY AND CONCLUSION

#### **Factors in Favor of Granting the Appeal**

1. The most recent reports from Animal Control suggest the conditions for the dogs on the property have improved.

#### **Factors Against Approval**

- 1. The Zoning Inspector has determined that 10 dogs may be considered accessory on a property this size. The Appellant has 18 dogs on the property.
- 2. This Zoning Appeal is intended to rectify a Violation for Animal Husbandry, and was initially reported to staff by Animal Control Officers as an "animal hoarding" complaint.
- 3. Staff reports over 18 different incidents involving complaints, loose, feral and dangerous dogs, multiple animal cruelty violations, death and depredation to neighbors' animals and livestock, injuries from dog bites to the Appellant, and other incidents over a period of almost 10 years.
- 4. Three property owners within 300-ft. oppose this request.



#### Recommendation

Based on the factors against the Appeal, staff recommends that the Board of Adjustment deny the Appeal.

Sample Motion: Mr. Chairman, I move to deny Docket BA3-12-08, denying the Appeal of the Zoning Inspector's interpretation of the number of dogs reasonably accessory to a principal use, and compelling the Appellant to reduce the number of dogs on the property to 10 or fewer.

#### VIII. ATTACHMENTS

- A. Appeal Form
- B. Location Map
- C. 2005 Zoning Inspector's Interpretation RE: Dogs
- D. Public Comment



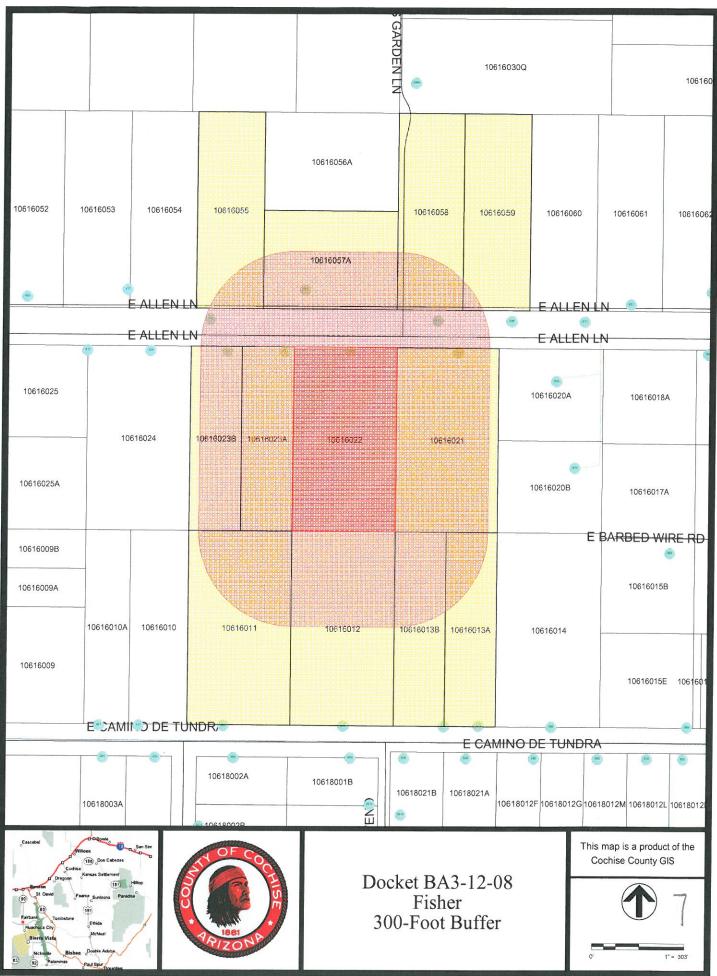
## **COMMUNITY DEVELOPMENT DEPARTMENT**

Planning, Zoning, and Building Safety 1415 Melody Lane, Bisbee, Arizona 85603

(520) 432-9240 Fax 432-9278

## APPEAL TO THE BOARD OF ADJUSTMENT

DESIRING A REVIEW OF THE INTERPRETATION OF THE TERMS OF THE COCHISE COUNTY ZONING REGULATIONS RENDERED BY THE COUNTY ZONING INSPECTOR
TO THE HONORABLE BOARD OF ADJUSTMENT DISTRICT 3.
I (We) the undersigned, hereby appeal to the Cochise County Board of Adjustment District to review the decision of the County Zoning Inspector.
State the decision of the Zoning Inspector, the action that has been taken, and the grounds for appeal. Attach additional sheets if needed.  In a showing and aughter were in formed that to My locally formed that the property (5.6 acres) and this form.  Parcel Number of the subject property:  Lives told to put a house on the lot, the property in and take Carry this that Address of the subject property:  So 6 E. Allen Lane Huschman the data submitted on and attached to this form is true and correct.
Print Name of Appellant (s): Marjovie D. Fisher
Signature of Appellant (s):
Date: 06-25-2012
Mailing Address of Appellant (s): P.O. Box 4259, Huachuca Cify, A285616  Phone Number of Appellant (s): 520-227-9286
Phone Number of Appellant (s): 520-227-9286
EMAIL Address of Appellant (s):
Note: Each application shall be accompanied by a check in the amount of \$150 payable to the Cochise County Treasurer. Return application to the Cochise County Planning Department, 1415 Melody Lane, Building E, Bisbee, Arizona 85603.





## COCHISE COUNTY PLANNING DEPARTMENT

1415 Melody Lane, Bisbee, Arizona 85603

(520) 432-9240 Fax 432-9278

James E. Vlahovich, Director

#### **MEMORANDUM**

TO:

Members of the Board of Adjustment, Districts 1, 2 and 3

FROM:

James E. Vlahovich, Planning Director

RE:

Dogs as an accessory use

Date:

May 24, 2005

Thank you for your participation in the May 4, 2005 special study session of the combined Boards of Adjustment to discuss the issue of limiting the number of dogs which should be deemed a reasonably accessory use to a residence in the County. As you know, in my capacity as County Zoning Inspector, I must, from time to time, make interpretations as to what is a reasonably accessory use to a principal permitted use within the County's various zoning districts; these Zoning Inspector interpretations can be appealed to the applicable Board of Adjustment pursuant to § 2103.01 of the Zoning Regulations.

In the recent past, two Zoning Inspector (ZI) interpretations as to the number of dogs which can be deemed accessory to a residential use have been appealed to two of the Boards of Adjustment. In one case, the dog owner lived in a rural area (Dos Cabezas), owned more than 10 dogs (25 Pit Bulls) and I determined that the activity was not accessory to a residential use of the property and consequently required a Special Use Permit (SUP) under "animal husbandry". Animal husbandry is defined as "facilities, including kennels, related to the care, raising, and breeding of animals". The property owner appealed this determination, which was subsequently upheld by the District 3 Board of Adjustment. The property owner eventually received approval of the animal husbandry special use permit (SUP) from the Planning and Zoning Commission.

In October 2004, I ruled that a dog owner (Mr. Fezel) living in an urban area within District 1 (Sierra Vista Estates) must reduce the number of domestic dogs he owned to a maximum of 7 based upon a previous determination that the keeping of more than 7 Dachshunds in a residence located in another urban area east of Sierra Vista constituted animal husbandry. In that case, the owner applied for and received a SUP from the P & Z Commission. The zoning district within which Mr. Fezel kept the dogs did not allow animal husbandry as a SUP. The dog owner appealed the ZI

interpretation to the District 1 BOA which ruled in January 2005 that the number of dogs accessory to a residence is not a land use issue but, rather, is a law enforcement issue regarding nuisance noise or animal welfare.

The Planning Department is concerned that there is a disparity in the treatment of domestic dogs as an accessory use in that the District 1 dog owner was able to keep his 13 dogs in an urban area and the District 3 dog owners were limited to 10 in a rural area. Typically, when such a disparity in rulings or treatment between Districts occur, the Board of Supervisors ask the Department to codify a general rule that would apply countywide. The Department sought a zoning regulation that would establish a maximum number of dogs deemed accessory to households in rural and urban areas throughout the County. We sought advise from professionals in the field of dog care and held a meeting on March 25, 2005 to discuss possible zoning regulations with County Animal Control Officers, Health Department representatives, Veterinarians, Kennel owners and Kennel Club operators. We also sought guidance from the three District Boards of Adjustment at our May 4<sup>th</sup> meeting. Discussion at both meetings indicated to us that a countywide zoning regulation that set forth limitations on the number of dogs to be deemed accessory to a principal use was not favored.

Discussions with the Deputy County Attorney, Britt Hanson, confirmed the ZI's interpretation that the number of dogs deemed to be accessory to any principal permitted use is a land use issue as well as a nuisance issue to be enforced by law enforcement. Mr. Hanson stated that absent a specific provision in the County Zoning Regulations, the ZI has the authority to determine "how many" of "something" a property owner or occupant can have on his or her property as part of his ability to interpret whether that use is reasonably accessory to a permitted principal use. Furthermore, off-site impacts, such as noise, odors, pests or increased traffic, related to a permitted, accessory or special use within any zoning district within the County, where applicable, can be regulated by the Zoning Regulations and Zoning Inspector.

#### Conclusion

Due to the strong opposition to codifying in the Zoning Regulations specific limitations on the maximum number of dogs deemed *reasonably accessory* to the principal use, I will continue to make a determination on a case-by-case basis, using, as a guideline, the maximum number of seven (7) dogs on a lot of less than two (2) acres in size, and the maximum number of ten (10) dogs on a lot equal to, or greater than, two (2) acres in size. I will require that a dog owner who wishes to keep a number of dogs exceeding these numbers shall seek and justify a use permit or a Special Use Permit for animal husbandry.

Animal husbandry is permitted as a principal use only in the Light Industry (LI) and Heavy Industry (HI) zoning districts and is permitted as a SUP in the Rural (RU) and General Business (GB) districts. In order to allow dog owners to seek an animal husbandry use permit to keep more than the accessory number of dogs within the districts that do not currently allow animal husbandry, I will direct staff to prepare an amendment to the Zoning Regulations that will allow animal husbandry as a SUP in the TR, SM, SR, MR, NB and PD zoning districts which do not now allow that use. These amendments to the Zoning Regulations will be included in a comprehensive zoning update package to be brought before the Commission in the fall of 2005. Final consideration of these changes by the Board of Supervisors is scheduled to occur no later than December 2005.

These changes should increase the options available to property owners in the County who are not engaged in a commercial animal husbandry operation but who wish to maintain numbers of dogs on their property in excess of the aforementioned guidelines. Additionally, and as stated at the meeting, the Planning Department will not enforce these guidelines on a proactive basis but will respond to violations based on written complaints filed with this Department.

Please let me know if you have any questions in this regard.

Copy: Linda Weiland, Building and Zoning Administrator Susana Montana, Senior Planner Britt Hansen, Deputy County Attorney Planning Commissioners Jody Klein, County Administrator Board of Supervisors Dog Technical Advisory Group



### <u>COMMUNITY DEVELOPMENT DEPARTMENT</u>

Planning, Zoning, and Building Safety
1415 Melody Lane, Bisbee, Arizona 85603

(520) 432-9240 Fax 432-9278

Carlos De La Torre P.E., Director

July 23, 2012

Re: Docket BA3-12-08 (Fisher)

COCHISE COUNTY

JUL 3 0 2012

PLANNING

Dear Property Owner:

The Cochise County Board of Adjustment, District 3, hereby gives notice a public hearing will be held at 6:30 p.m., on Tuesday, August 14, 2012 at the J.P. Court Room in the County Service Center, 126 W. 5<sup>th</sup> Street, Benson Arizona to consider the following:

Docket BA3-12-08 (Fisher): The Applicant is appealing an interpretation of the Cochise County Zoning Regulations by the Zoning Administrator which limits the number of dogs deemed accessory to a residential use on a parcel of 2 acres or more to ten (10) dogs. The Applicant's property is about 4.3 acres in size, and there are 18 dogs on the property. According to the 2005 interpretation, any number greater than 10 dogs on this parcel would be considered "animal husbandry," which requires a Special Use Permit in the RU District (Section 607.06). The Applicant is appealing the Director's requirement that they seek the Special Use Permit to continue their animal sanctuary/animal husbandry activities on the property. The subject property (Parcel No. 106-16-022) is located at 506 E. Allen Lane in Whetstone, AZ. Applicant: Margorie Fisher.

You are hereby advised of this public hearing as owner of property within 300 feet of the site where the variance is requested. If you should have any written comments pertaining to this matter, please submit them to this department and they will be given to the Board members. Whether or not you choose to provide written comments, you are encouraged to attend the public hearing to let your feelings be known concerning this docket.

If you should have any questions regarding this matter, please do not hesitate to contact this department at (520) 432-9240. (Note occasionally, dockets are removed from the agenda just prior to a meeting. It is recommended that you contact the Planning Department to find out if this docket is still scheduled.)

Written comments should be received by our Department no later than Monday, August 6, 2012, so that the Board may review them before their meeting.

www.cochise.az.gov

Sincerely,

Keith Dennis, Senior Planner

July 27, 2012

479 East Allen Lane Huachuca City, AZ 85616

RE: Docket letter on Fisher.

We **<u>DO NOT SUPPORT</u>** this request. Even allowing ten dogs on the subject property is not in our community's best interest.

We have lived here for nearly seven years and each year the situation seems to worsen. We have listened to continual barking by the dogs, whining puppies, and even fighting. The Animal Control Officers have been to this house on numerous occasions with little or no change to the disturbance caused by this family.

Traps have been set out to capture dogs that had gotten off their property. On one occasion Officers had to come to our property because the three female dogs would not leave and could not be trapped. The animals had become feral and extremely aggressive and one had attached my wife. So the Officers had to shoot the dogs. This was extremely traumatic for us.

We don't know if their dogs need food or water or what conditions they are kept in. We worry for the safety and well being of these animals and fear that they are not being cared for properly....not in the past....present....or hopefully, not in the future.

We especially feel sorry for the neighbors closest to this family. They should not have to put up with the constant noise.

This situation has been going on way too long. Something needs to be done to assure the safety of the animals and to bring peace back to our neighborhood. **WE REPEAT**...even ten dogs on this family's property is detrimental to the neighborhood.

Respectfully,

The Pittsley's
Owners

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from the Assessor's Office)
Your comments will be made available to the District 3 Board of Adjustment. Upon submission this form or any other corresponde
becomes part of the public record and is available for review by the applicant or other members of the public. To ensure adequate rev
time by members of the Board, this form is due to our Department by Monday, August 6, 2012.
time by members of the board, this form is due to our Department by Monday, August 0, 2012.

RETURN TO: Keith Dennis

Cochise County Planning Department 1415 Melody Lane, Building E

Bisbee, AZ 85603

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time by member	s of the Board, this form is due to our Department by Monday, August 6, 2012.	COCHISE COUNTY
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	Cochise County Planning Department	
	1415 Melody Lane, Building E Bisbee, AZ 85603	PLANNING

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Cochise County Planning Department	AUG 0 5 2012
1415 Melody Lane, Building E	AUG 6 5 ESTE
Bisbee, AZ 85603	PI ANNING

YES, I SUPPORT THIS REQUEST
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YOUR TAX PARCEL NUMBER: 106-16-022 (the eight-digit identification number found on the tax statement
from the Assessor's Office)

Your comments will be made available to the District 3 Board of Adjustment. Upon submission this form or any other correspondence becomes part of the public record and is available for review by the applicant or other members of the public. To ensure adequate review time by members of the Board, this form is due to our Department by Monday, August 6, 2012.

RETURN TO: Keith Dennis

Cochise County Planning Department

1415 Melody Lane, Building E

Bisbee, AZ 85603

COCHISE COUNTY

AUG 0 3 2012

PLANNING

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RETURN TO:	Keith Dennis Cochise County Planning Department		COCHISE COUNTY	
	1415 Melody Lane, Building E Bisbee, AZ 85603		AUG 0 5 2012	17

PLANNING